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**The Commonwealth of Massachusetts.**

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**SECOND ANNUAL REPORT**

OF THE

**STATE BOARD OF LABOR AND INDUSTRIES.**

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**JANUARY, 1915.**



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MASS. SECRETARIAT OF PUBLIC HEALTH

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## STATE BOARD OF LABOR AND INDUSTRIES.

---

ALFRED W. DONOVAN, *Chairman.*

JOHN F. TOBIN.

SELSKAR M. GUNN.

MARY H. DEWEY.

ALFRED H. QUESSY, M.D.

---

EDWIN MULREADY, *Commissioner of Labor.*

---

CORNELIUS J. CARMODY, *Deputy Commissioner (Labor).*

THOMAS F. HARRINGTON, M.D.,<sup>1</sup> *Deputy Commissioner (Health).*

<sup>1</sup> Appointed, May, 1915.





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# The Commonwealth of Massachusetts.

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## REPORT OF THE STATE BOARD OF LABOR AND INDUSTRIES.

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*To the Honorable Senate and House of Representatives.*

The State Board of Labor and Industries has the honor to submit herewith its second annual report.

Early in the year, for reasons which need not be stated in this report, a change was made in the personnel of the State Board of Labor and Industries, Mrs. Mary H. Dewey being the only member on the former Board to remain. The newly appointed Board, comprising the following: Alfred W. Donovan, chairman, John Golden, Mrs. Mary H. Dewey, Prof. Selskar M. Gunn and Dr. A. H. Quessy, assumed its duties on April 22, 1914. Mr. John Golden resigned Sept. 23, 1914, and the vacancy was filled by the appointment of Mr. John F. Tobin on Dec. 16, 1914.

Because of the interruption of the different activities of the State Board of Labor and Industries, resulting from the appointment of a new Board in midyear, this report cannot be as complete or as satisfactory as it might have been if those having charge of the department had been in continuous service during the period covered by the report. In this connection attention is called to the report of the Commissioner of Labor attached hereto, which contains a detailed statement of the different activities of this department.

### COMMISSIONER OF LABOR.

At the first meeting of the present Board Mr. Robert N. Turner, Commissioner of Labor, presented his resignation and the same was accepted. Prof. Selskar M. Gunn, a member of

the Board, was elected Acting Commissioner of Labor. Professor Gunn continued in this position until July 1, 1914, when the Board elected Edwin Mulready of Rockland as the Commissioner of Labor.

#### SECRETARY.

At the beginning of our work it was found that the former Board had created the office of secretary, and had fixed the salary for that position at \$2,500 per year. The law governing the duties of the Board was new, and made more difficult because many duties heretofore performed by other boards were transferred to this department. Many technical, legal questions were constantly arising. The duty of prosecuting cases in court obliged the former Board to employ an attorney, whose duties in court and outside increased so rapidly that his salary was very properly raised a number of times. On the other hand, the duties of a secretary were purely nominal. To take the minutes of the meetings of the Board was very little work, and recognizing this fact the incumbent of the office had taken on the duties of a chief clerk. It was felt that his salary was in excess of the amount that should be paid for work of this nature, and it was therefore decided to employ a counsel who might, in addition to his duties in court, attend meetings of the Board, take minutes of proceedings when required to do so, and assist by legal advice in matters under consideration. In consequence of this decision the office of secretary was abolished. The secretary, who was an appointee under civil service rules, denied the right of the Board to abolish his position, and when this action was taken he applied to the Supreme Court to protect him in his rights. The matter was heard by a master, who, after hearing the evidence, decided in favor of the Board, the court afterwards accepting the report of the master. The secretary and the gentleman acting as attorney were discharged and a counsel was secured.

#### HOMEWORK.

Enforcement of the laws by which the manufacture of wearing apparel in tenements or dwelling houses is regulated involves the granting of licenses to all workers; the maintenance

of a list of all such workers engaged by employers; continuous inspection of all such tenements or dwellings to see that they are kept clean; and the revocation of licenses for workers dwelling in tenements or dwellings where contagious or communicable diseases may appear.

Seven distinct processes are necessary to attain these ends: —

*First.* — The State Board of Labor and Industries must receive applications from any member of a family which desires to do such work.

*Second.* — The inspectors of the State Board of Labor and Industries must examine “every room and apartment in which garments or articles of wearing apparel are made, altered, repaired or finished, for the purpose of ascertaining whether said room or apartment or said garment or articles are clean and free from vermin and from infectious or contagious matter” before a license can be granted.

*Third.* — A license must be granted to the member of the family desiring the license.

*Fourth.* — The Board must require the employer to send each month to the Board a register of the names and addresses of all persons so employed.

*Fifth.* — Inspectors must investigate dwellings and tenements where licenses have been granted frequently enough to be assured that they are “kept in a cleanly condition.”

*Sixth.* — Inspectors must protect the public safety by revoking the license whenever infectious or contagious diseases shall appear as reported daily to the State Board of Labor and Industries by the local department of health.

*Seventh.* — Licenses must be re-issued, if desired, when such dangers to public safety shall have passed.

Contemplation of the problem of industrial homework has raised many queries and has developed many diverse theories as to its basis, as to its value, both social and economic, as to its validity, and as to the extent of regulation and restriction desirable. The following analysis of data secured by the State Board of Labor and Industries in the process of performing its function of inspection and regulation endeavors to answer the questions suggested above: —

Homework is defined, in “Industrial Homework in Massa-



chusetts,"<sup>1</sup> as being "the manufacture or preparation within the home of goods intended for sale, in which the work supplements the factory process."

Modern conditions of production have brought a new set both of industrial and of social conditions. With the concentration of workers in cities, large and small, have grown up the tenement districts of cities like New York, Chicago or Boston, which constitute such a problematic feature of these and other cities. The tenement house situation in our big cities involves not only the problem of securing for the dweller light and air and decent conditions of living and sanitation, but it also involves the maintenance of proper conditions of work. The results are two quite separate considerations: first, protection of the consumer by insuring that the work shall be done in the home under conditions safe from communicable disease; second, protection of the worker, which includes (a) the elimination of child labor, (b) the assurance of regularity and honesty in payment of wages and some return commensurate with the labor expended, and (c) regulation of the hours of labor and of wage rate as compared with the factory worker.

Much attention has for a long time been devoted to the first problem, — that of protection of the consumer; but the second problem, namely, the protection of the worker, has up to the present time received but little consideration. It is therefore not only questions of health and sanitation, but also of economics and finance, which the full report discusses.

The analysis of the current records (September, 1913, to July, 1914) which have been collected by the Division of Homework Inspection in the process of licensing and regulation of homework has been made in order to present to the public all information and knowledge which the Board has been able to gain. Later the Board will publish a bulletin which will include the complete details of this analysis.

The so-called "Homework Division" was continued to July, 1914, when the following decision was received from the Attorney-General of the Commonwealth: —

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<sup>1</sup> See Labor Bulletin, No. 101.

*State Board of Labor and Industries,  
1 Beacon Street,  
Boston, Mass.*

GENTLEMEN:— You have asked: "Do the homework investigators who are in the employ of the Board of Labor and Industries come under civil service appointment or not?"

These investigators are alleged to be appointed under that part of section 4 of chapter 726 of the Acts of 1912 which reads as follows:—

It may employ experts or other necessary assistants to aid in the performance of any duty imposed upon it by law. It may make rules not inconsistent with existing law for carrying out the provisions of this act.

Section 8 of the act provides as follows:—

The board shall have power to appoint and remove industrial health inspectors, industrial inspectors, assistant industrial inspectors, and necessary clerical assistants, subject to the laws of the commonwealth relating to the appointment and removal of employees in the classified civil service. The total number of industrial health inspectors, industrial inspectors and assistant industrial inspectors shall not exceed twenty-four, of whom at least four shall be women. The state civil service commissioners shall prepare rules, subject to the approval of the governor and council, for including in the classified service all industrial health inspectors, industrial inspectors, assistant industrial inspectors and clerical assistants.

The investigators are not appointed as experts. They do practically the same work as the inspectors. The investigators inspect tenement houses; the inspectors inspect other places of employment. The act makes no distinction between tenement houses and other places of employment.

Section 5 says:—

Buildings used for industrial purposes under the meaning of this act shall include factories, . . . tenement-house workrooms. . . .

Without express inclusion, both inspectors and investigators would fall under Class II. of the civil service rules, which reads as follows:—

Inspectors and assistants, other than inspectors of work, including health, industrial and accident inspectors, and investigators and persons doing similar work, excepting railroad inspectors.

But the Legislature, by section 8 above quoted, expressly included inspectors under civil service, and did not expressly include persons appointed under section 4. It is likely that by this express and unnecessary inclusion the Legislature meant that no other employees of the Board of Labor and Industries should be under civil service, thereby impliedly excluding those employees who would otherwise have fallen automatically under the general civil service rules. And my predecessor, Hon. James M. Swift, so ruled in an opinion to the Civil Service Commission under date of Dec. 11, 1913. A copy of the ma-

terial parts of that opinion was sent to the Commissioner of Labor under date of Jan. 8, 1914.

That opinion stated:—

I am of the opinion that the Civil Service Commissioner would have jurisdiction over the appointment of such persons appointed under the authority of section 4 as came within the provisions of law relating to the classified civil service specified in said section 8. Said commission would not, however, have jurisdiction of appointees under the authority of section 4 who are not included within the provisions of section 8, and as to such employees the State Board of Labor and Industries would have the right to employ them without requisition and certification by the Civil Service Commission.

The first sentence quoted requires some further explanation. The words in section 8 relative to inclusion in the civil service are parallel to the words in that section relative to appointment. It therefore follows that section 8 puts under civil service only those employees who are appointed under authority of section 8.

What my predecessor undoubtedly meant was that the Board of Labor and Industries cannot escape from the civil service classification by colorably appointing under section 4 an employee whose duties fall within the meaning of section 8, and who therefore should have been appointed under section 8. In other words, "industrial health inspectors, industrial inspectors, assistant industrial inspectors, and necessary clerical assistants" cannot be appointed under section 4, but only under section 8.

It follows that your investigators were in reality appointed under section 8 and not under section 4, and come under civil service.

Your second question is whether the homework investigators fall within the legal limit of twenty-four inspectors.

And my answer, on the foregoing reasoning, is that they do. They are inspectors, although colorably appointed as investigators. The total number of inspectors is limited by law to twenty-four.

Your third question is whether experts and other necessary assistants appointed under section 4 must be taken from the civil service lists.

And my answer, on the foregoing reasoning, is that no one appointed under section 4 is under civil service. You should bear in mind, however, that "industrial health inspectors, industrial inspectors, assistant industrial inspectors, and necessary clerical assistants" cannot be appointed under section 4.

Very truly yours,

THOMAS J. BOYNTON,  
*Attorney-General.*

Acting under this decision, and after notice from the Civil Service Commission, the Homework Division was abolished and the individuals engaged exclusively in that work were notified

that their services would terminate on Aug. 8, 1914. Since that time the inspection of premises of those applying for licenses for home work has been intrusted to the regular inspection force.

The expense of the Homework Division from Sept. 1, 1913, to Aug. 8, 1914, was \$10,614.45.

#### MEDICAL AND SURGICAL CHEST.

Chapter 557 of the Acts of 1914 reads as follows:—

Chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by striking out section one hundred and four and inserting in place thereof the following new section:— *Section 104.* Every person, firm or corporation operating a factory or shop in which machinery is used for any manufacturing or other purpose except for elevators, or for heating or hoisting apparatus, shall at all times keep and maintain, free of expense to the employees, such medical and surgical chest, or both, as shall be required by the state board of labor and industries, and containing plasters, bandages, absorbent cotton, gauze, and all other necessary medicines, instruments and other appliances for the treatment of persons injured or taken ill upon the premises, and every person, firm or corporation carrying on a business in a mercantile establishment in which twenty or more women or minors are employed, shall in like manner provide such medical and surgical chest as the state board of labor and industries may require. A person, firm or corporation violating any provision of this section shall be punished by a fine of not less than five dollars nor more than five hundred dollars for every week during which such violation continues.

In accordance with this law the Board prepared a list of articles required for medical and surgical chests, and the same was sent out with a printed notice to be posted near the receptacle in which these articles are contained. A list of the articles required follows:—

One 2-ounce bottle of aromatic spirits of ammonia (to be renewed every three months).

Dose:  $\frac{1}{2}$  to 1 teaspoonful in medicine glass of water.

Indications:—

Sudden heart failure, give internally.

Fainting, pour small quantity on handkerchief and inhale, and give internally.

Headache, rub on forehead.

One 2-ounce bottle 4 per cent. boric acid solution.

Indications: Eye wash, burns and scalds.

One 2-ounce bottle sterilized castor oil.

Indications: Burns and scalds.

One 2-ounce bottle alcoholic iodine.

Indications: Pour in wound to prevent infection.

Two 3-ounce tubes 3 per cent. bicarbonate soda in petrolatum.

Indications: Burns and scalds.

One 3 inch by 10 yards, roll gauze bandage.

One 2 inch by 10 yards, roll gauze bandage.

Two 1 inch by 10 yards, roll gauze bandage.

Six paraffine envelopes, each containing 6 inches by 36 inches sterilized gauze, dressings for wounds, burns, etc.

One yard 24-inch Canton flannel, to make triangular slings.

One 1 inch by 5 yards spool adhesive plaster.

One rubber tourniquet, 24 inches by  $\frac{1}{2}$  inch, or of webbing about 24 inches by 1 inch, to control hemorrhage.

Two splints, 30 inches by 4 inches by  $\frac{3}{16}$  inch, whitewood, and one wire gauze splint, about 30 inches by 4 inches, for fractures.

One medicine glass.

Three drinking cups (paper), to be used once only.

One teaspoon.

One eye dropper.

One pair  $4\frac{1}{2}$ -inch scissors.

One dozen assorted safety pins.

One 1-ounce jar green soap, to cleanse hands.

One basin, enameled or non-rustable metal.

One-half pint grain alcohol.

Indications: To disinfect hands.

#### CUSTOMARY AND PREVAILING RATE OF WAGES.

Chapter 474 of the Acts of 1914 has provided that —

The wages for a day's work paid to mechanics employed in such construction of public works shall be not less than the customary and prevailing rate of wages for a day's work in the same trade or occupation in the locality, city or town where such public works are constructed. . . . The board of labor and industries shall enforce the provisions of this act and in case of any dispute that may arise upon public works as to the customary and prevailing rate of wages the board of labor and industries shall investigate the wages paid in the trade or occupation in the locality, city or town where such public works are under construction, and decide what rate of wages shall be paid upon such works.

While it was very clearly the intention of the Legislature to protect the interests of those employed in laboring on such public works, the enforcement of this law has also proved to be a protection to the honest contractor, who in his bids for public work includes the proper wages for his employees.

A number of complaints under this law have been brought to the attention of the Board, hearings given and decisions reached. These decisions do not concern the question of the amount which would constitute suitable wages, but are simply a decision of the fact as to the customary and prevailing rate of wages paid in the "locality, city or town where such public works are constructed."

#### TOILETS AND WASHING FACILITIES.

The following law took effect on July 1, 1914: —

Section seventy-nine of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine, as amended by section one of chapter three hundred and twenty-eight of the acts of the year nineteen hundred and fourteen, is hereby further amended by inserting after the word "sex", in the fifth line, the words: — and plainly so designated, — and by inserting after the word "thereto", in the ninth line, the words: — No person shall be allowed to use a closet or privy which is provided for the use of persons of the opposite sex, — so as to read as follows: — *Section 79.* In every factory, workshop, manufacturing, mechanical, mercantile or other establishment, there shall be provided suitable, adequate and convenient water-closets, washing facilities, separate for each sex, and plainly so designated, of such number, in such location, and so constructed, lighted, ventilated, arranged and maintained as may be determined by such reasonable rules and regulations as the state board of labor and industries may adopt with reference thereto. No person shall be allowed to use a closet or privy which is provided for the use of persons of the opposite sex. If any such establishment is so located that a connection with a sewer system is, in the opinion of the said board, impossible or impracticable, it shall provide such suitable toilet and washing facilities as may be required by the said board.

It was noted by the reports from inspectors that in old shoe factories the toilet conditions were especially bad. A special study was made of 52 factories located in the Haverhill, Lynn and Brockton districts. The following table shows the results of this investigation: —



## TOILETS IN SHOE FACTORIES.

*Investigation made Aug. 8, 1914.*

	Haverhill.	Lynn.	Brockton.	Total.
Number of factories visited, . . . .	25	15	12	52
Number of women employed, . . . .	928	1,365	1,152	3,445
Number of men employed, . . . .	1,418	1,835	3,030	2,686
Number of toilets for women, . . . .	46	57	70	173
Number of toilets for men, . . . .	90	90	129	309
Total number of toilets, . . . .	136	147	199	482
Number with outside windows, . . . .	55	34	33	122
Per cent., . . . . .	40	23.2	16.7	25.3
Number ventilating into workroom, . . . .	105	104	49	258
Per cent., . . . . .	77	70.8	25	53.5
Number dark, . . . . .	105	39	49	193
Per cent., . . . . .	77	26.5	25	40
Number dirty, . . . . .	20	17	100	137
Per cent., . . . . .	14.7	11.6	50	28.4

At the time that this study was made the shoe business was very dull, and the number of persons employed was probably not more than 65 per cent. of the normal number.

Although 482 toilets were provided for 9,730 employees, or about 1 for every 20 persons, yet in numerous instances the accommodations were inadequate. In one city some typical ones were:—

1 for 60 men, . . . . .	ratio 1 to 60.0
3 for 210 women, . . . . .	ratio 1 to 70.0
2 for 115 women, . . . . .	ratio 1 to 57.5
1 for 55 women, . . . . .	ratio 1 to 55.0
2 for 100 women, . . . . .	ratio 1 to 50.0
4 for 135 women, . . . . .	ratio 1 to 34.0

Upon receipt of these facts a special conference of shoe manufacturers was called by the Board. The conference was attended by about 40 of the leading manufacturers, and upon receipt and discussion of the report a subcommittee of four was appointed to consider the best way of remedying conditions.

The Boston Society of Civil Engineers was invited to ap-

point a committee to act in an advisory capacity in preparing rules and regulations required under chapter 726 of the Acts of 1914. The society accepted this invitation and appointed a committee as requested.<sup>1</sup>

#### SANITARY NOTICES.

The following law was approved March 16, 1914:—

Whoever wilfully destroys, defaces, injures or defiles any toilet appliances provided in any place of employment shall be punished by a fine of not more than fifty dollars.

In order that employers of labor and employees might be acquainted with this provision of law, in their joint responsibility for cleanly conditions, a sanitary notice was prepared in eight languages: English, Russian, Greek, Italian, Polish, Yiddish, Armenian and Lithuanian, these notices to be furnished to employers and to be posted in toilet rooms. The first request received was from a large confectionery concern, which was for 100 copies of this notice.

#### EMPLOYMENT OF WOMEN IN CORE ROOMS.

##### CHAPTER 653, ACTS OF 1912.

The [state board of labor and industries] shall investigate core rooms where women are employed and shall make rules regulating the employment of women therein. The rules shall relate to the structure and location of the rooms, the emission of gases and fumes from ovens, and the size and weight which the women shall be allowed to lift or work on. A copy of the rules shall be posted in every core room where women are employed.

In accordance with this law an extensive investigation of conditions in core rooms was instituted by the Board. Rules and regulations will be adopted, based on the result of this investigation.

#### EXCLUSION OF MINORS FROM DANGEROUS TRADES.

In accordance with the provisions of the child labor law minors have been excluded from all prohibited trades, 97 orders being issued on this account.

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<sup>1</sup> See rules and regulations adopted by the Board.

In addition to the trades already prohibited there have been added during the year two additional ones: minors under eighteen years of age shall not be employed in sandpapering lead paint indoors; and girls under sixteen years of age shall not be employed in house-to-house canvassing.

In only one case was there any trouble in the enforcement of this portion of the child labor law. One large fireworks manufacturer refused to comply with an order to discharge all minors under eighteen years of age in his employ, and in consequence court proceedings were instituted, a plea of nolo was accepted and the minors were discharged.

While we might suggest some desirable amendments to the child labor laws, it would seem wise at this time to study the effect of the laws already on our statute books before suggesting a change. Such a study would necessarily come from an experience during the coming year. Unreasonable standards should not be sought, but there is some maladjustment in social and industrial systems which makes it necessary for children to stand by the side of mother and father in their struggle for an existence.

In this connection it should be stated that owing to the limited inspection service at our command it was found impossible to comply with the duty imposed by law, which provides for the examination of minors employed in all factories (section 3, chapter 537, Acts of 1907). A superficial examination of these children could be made, but it was evidently the intent of the law to protect the child-worker by an examination before permitting him to work, followed by a systematic examination while employed. In addition to the protection of the child, such an examination would undoubtedly be of great assistance in determining the factor of occupational disease, and in directing children in their search for employment for which they are fitted by their mental and physical qualifications. In this connection it should be stated that the United States Public Health Service has assigned a physician to assist in this very important work.

## INDUSTRIAL DEVELOPMENT.

In September there was added to this department a division for the study of industrial conditions and the promotion of industrial development in Massachusetts. This was pioneer work for a State board, and was not undertaken until after a conference with His Excellency the Governor. While the general demoralization of the business affairs of the world resulting from the European war made this an opportune time to inaugurate this work, the law which permits it to be done was made with the evident intention of instituting such a work even if we were in a period of world peace. It is provided that "The board may investigate the conditions existing in any line of industry carried on by inhabitants of the commonwealth, and such investigations may be extended outside the commonwealth to procure information for the promotion of industrial development or the improvement of industrial conditions."

Many factories, mills and workshops were doing but a small proportion of their normal business, and in consequence thousands of able-bodied, willing men and women, skilled in the arts and crafts, were unemployed. This condition made it necessary that we should interest manufacturers in the field of foreign trade, and with that end in view a conference of representatives of the manufacturing and laboring interests of the Commonwealth was held at the Copley Plaza Hotel in Boston on Oct. 30, 1914. There was a large and representative attendance. The chairman of the Board presided, and the following program will show the scope of the meeting: —

1. Welcome and opening address of the chairman.
2. Address: "The Advance of Massachusetts."  
His Excellency David I. Walsh, Governor.
3. Address: "Foreign Trade and how to secure it."  
Dr. E. E. Pratt, Chief, Bureau of Foreign and Domestic Commerce of the United States Department of Commerce.
4. Address: "Foreign Exchange and Credit."  
Mr. F. A. Goodhue of the First National Bank of Boston.
5. Address: "The Proper Employment of Labor and what it means to the State."  
Mr. John F. Tobin, President, International Boot and Shoe Workers Union.

## 6. Question Box on Industrial Development and Trade Extension.

Among the speakers were the following: —

Mr. Henry Abrahams of Boston.

Mr. F. L. Roberts, Commercial Agent, Bureau of Foreign and Domestic Commerce.

Mr. Geo. L. Avery of Framingham.

Mr. Chas. N. Prouty of Spencer.

Mr. Albert L. Haskell, Secretary, Board of Trade, Somerville.

Mr. L. F. Willard of Boston.

## 7. Practical Service available in securing and handling Foreign Trade.

Discussion opened by Mr. Dudley Bartlett, Director Foreign Trade Bureau of the Philadelphia Commercial Museum.

## 8. Maladjustment and Irregularity of Employment, their Serious Consequences, and how they may be remedied.

Discussion opened by Prof. Emily Balch, Professor of Political Economy at Wellesley College.

## 9. What are some of the most Important Moves that Massachusetts can now make for the Advancement of Present and Development of New Industries?

Discussion opened by Mr. B. M. Rastall, Industrial Expert, State Board of Labor and Industries.

## 10. Question Box, continued from morning session.

Other speakers included —

Hon. James M. Curley, Mayor of Boston.

Hon. John F. Fitzgerald, Ex-Mayor of Boston.

Mr. Herbert H. Houston of New York.

Mr. Alfred Perkins of the United States Chamber of Commerce.

Mr. Walter Rapp of Boston.

Mr. Alvaro Gil de Almeida of Brazil.

Dr. David Snedden, Chairman, State Board of Education.

Capt. Wm. P. White of Lowell.

Mr. William C. Ewing of Boston.

Mr. A. Lincoln Filene of Boston.

Mr. William H. Haskins of Worcester.

Mr. Hollis R. Bailey of Boston.

Mr. Charles A. Ufford of Boston.

Mr. Charles W. Arnold of Haverhill.

Mr. Lester R. Winchenbaugh of Boston.

Mr. George W. Towle, Jr., of Walpole.

Dr. John S. Lyons of Holyoke.

Mr. John R. Sampson.

Mr. George B. Gallup.

It was decided by those in attendance at the conference that the Board should appoint an advisory council of seventy members, which might be called upon at any time to assist in the newly organized trade development bureau or any other work of the Board. In response to an invitation sent out by the Board a most representative group of men and women, representing all the best labor and professional interests of this State, accepted membership in the advisory council. This unique organization, the first of its kind in this Commonwealth, has already taken up the work in behalf of labor and industries. The first meeting of the council was held at the State House on Dec. 4, 1914, and many matters concerning the industrial conditions of the Commonwealth were discussed.

#### LEGISLATIVE RECOMMENDATIONS.

The State Board of Labor and Industries, as at present organized, has been in existence but a little more than eight months, and with that short experience hesitates to suggest any radical changes in the laws relating to labor and industries. Nevertheless, the short experience to which we refer has shown us the necessity for certain modifications which would serve to amplify, or make clearer, the intent of the present statutes. Therefore, the following amendments are respectfully submitted for the consideration of the Legislature: —

1. Sections 83 and 84, chapter 514 of the Acts of 1909, providing for lighting, ventilation and cleanliness, specifies “a factory in which five or more persons, and a workshop in which five or more women or young persons, are employed shall” be protected. Every workshop or factory where “any process is carried on by which dust is caused which may be inhaled to an injurious extent by the persons employed therein” should be included in these protected industries.

2. Section 89, chapter 514 of the Acts of 1909, makes it the “duty of the district attorney to prosecute all cases arising under this section or sections eighty-six and eighty-seven of this act.” This seems to be wholly unnecessary and should be repealed.

3. Section 90, chapter 514 of the Acts of 1909, should be



changed so as to provide a penalty for violations of sections 83 to 89, inclusive, of chapter 514 of the Acts of 1909.

4. Section 103, chapter 514 of the Acts of 1909, providing for suitable receptacles for expectoration, should in the interests of uniformity, be amended so that such articles shall be of such form, construction and such numbers as shall be satisfactory to the State Board of Labor and Industries.

4a. Chapter 318 of the Acts of 1912 should be repealed, as the matter contained therein is now covered by section 2, chapter 328 of the Acts of 1914.

5. Section 78, chapter 514 of the Acts of 1909, providing for pure drinking water in manufacturing establishments, should be made to apply to all industrial establishments.

6. Section 19, chapter 779 of the Acts of 1913, should include a penalty for the punishment of a person who alters a certificate after it is issued.

7. Section 3, chapter 831 of the Acts of 1913, covering the prohibited trades for minors under sixteen years of age, includes the prohibition of minors working "in a public bowling alley." The word "public" should be stricken from this law.

8. Sections 67 and 68, chapter 514 of the Acts of 1909, which provide meal hours for women and young persons employed in factories and workshops, should include manufacturing, mechanical and mercantile establishments.

9. Section 19, chapter 514 of the Acts of 1909, should be repealed and the following inserted: "No person shall, by himself or by his agent, by coercion or compulsion, prevent or seek to prevent a person from joining or continuing as a member of a labor organization." For this offence there should be a suitable penalty attached.

10. To make certain the intent of the act regulating the hours of labor for public employees (section 37, chapter 514 of the Acts of 1909), in addition to restricting the hours per day there should be a further restriction of not more than forty-eight hours per week.

11. The weekly payment of wages law (chapter 247 of the Acts of 1914) should include hotels in the establishments to be covered.

12. Chapter 474 of the Acts of 1914, relative to the wages of mechanics employed in the construction of public works, should include the prevailing rate of wages for laborers as well as for mechanics.

13. The one day's rest in seven law, section 1, chapter 619 of the Acts of 1913, would prove more effective if there were fewer exemptions. It is recommended that section 2, chapter 619 of the Acts of 1913, providing for these exemptions, be confined to one, as follows: "Any labor called for by an emergency that could not reasonably have been anticipated" or provided against.

14. Section 1, chapter 758 of the Acts of 1913, the law relative to the employment of women, is made difficult of enforcement because of the words "in laboring" in the second line; so it is recommended that the words "in laboring" be stricken out. In the same section it is recommended that the portion relating to seasonal employment be also repealed. This would give women employed as stenographers, clerks, etc., the same privilege accorded to other workers in these establishments.

#### CONCLUSION.

In conclusion, the State Board of Labor and Industries believes that real progress has been made, but feels certain that much better results could be obtained if the inspection staff could be materially increased. The many laws requiring enforcement, and the scant number of inspectors, make the regular inspection of industrial and mercantile establishments quite impossible. In one instance the district covered by an inspector is so large that he or she is unable to make the rounds in less than two years.

While court proceedings are necessary in numerous cases, it is obvious to the Board that the best method to improve the conditions of working men and women must necessarily be educational rather than by the process of legal proceedings. It is our desire that the inspectors become more and more instructors, and by the adoption of such methods win the confidence of the employers of labor in the Commonwealth. In order to do this frequent visits are necessary, and this means

more inspectors. It is no exaggeration to say that we could keep more than busy three times as many inspectors as we now have. It is earnestly hoped that circumstances in the future will permit the augmentation of our staff in this manner. It is certain that the working men and women of the State will not obtain the protection to which they are now entitled by existing statutes unless such an increased staff can be obtained.

Public health is purchasable. Sanitary science is no longer an obscure and indefinite science. We know that by doing certain things we can get definite benefits in the form of saved lives and prevention of unnecessary sickness and disability. It is for the State to decide how much of this health and accident prevention work it desires to purchase for the working men and women of the Commonwealth.

Respectfully submitted,

STATE BOARD OF LABOR AND INDUSTRIES.

ALFRED W. DONOVAN.

JOHN F. TOBIN.

MARY H. DEWEY.

SELSKAR M. GUNN.

A. H. QUESSY, M.D.

## REPORT OF THE COMMISSIONER OF LABOR.

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*To the State Board of Labor and Industries.*

In accordance with your instructions I have the honor to submit my first report of the varied activities of this department. With less than six months' experience in the position of Commissioner of Labor, the report will of necessity be a simple narrative of current events. It has been suggested that a statement of the work undertaken, of the obstacles encountered and the methods employed in overcoming these difficulties might be of value to the State.

The Commissioner of Labor was appointed on July 1, 1914, and assumed the duties of the position on July 6, 1914.

### ENFORCEMENT OF THE LABOR LAWS.

The statute books of the Commonwealth contain many beneficent laws relating to labor and the employment of labor, but the success of progressive legislation cannot be measured by the number of laws enacted but rather by the vigor and energy with which they are enforced. It may be that there are some inconsistencies in these laws, but there is no surer way to bring these out and to remedy the defects than to proceed with the enforcement of the existing statutes. No person or corporation has been prosecuted without thorough investigation and an inquiry, not only into the merits of the case, but also as to the necessity for prosecution. This manner of proceeding caused hundreds of investigations and special inquiries, which would be unnecessary if the policy of prosecuting all offenders was the rule. A large number of these complaints were settled without recourse to the courts, but always to the satisfaction of every honest complainant.

Notwithstanding this co-operative attitude in our work it was found necessary to enter prosecution in eighty-one cases, some of

which included several distinct complaints. Sixty-three firms, or corporations, were found guilty, and fines aggregating \$1,308 were imposed.

The following table shows the variety of such violations: —

OFFENCE.	Number.
Strike on; not stated in advertisement, . . . . .	6
Certificates not on file, . . . . .	23
List of minors fourteen to sixteen years of age, not posted, . . . . .	1
Time notices not posted, . . . . .	14
Employed at time other than stated on time notice, . . . . .	14
Overtime in industrial establishments, . . . . .	7
Employing illiterate minors not attending evening school, . . . . .	6
Unguarded machinery, . . . . .	1
Exhibition of minors, . . . . .	6
Overtime employment on public works, . . . . .	9
Minors under fourteen years of age employed in industrial establishments, . . . . .	7
Employment of minors where dangerous explosives are compounded, . . . . .	1
Nonpayment of wages, . . . . .	39
Improper ventilation, . . . . .	1
Installing blower system, . . . . .	1
Shift list not on file, . . . . .	1
Not allowing twenty-four consecutive hours of rest, . . . . .	3
Sunday schedule not posted, . . . . .	1

#### INSPECTION WORK.

The success of this department depends largely upon the character of the work performed by the inspection force. The action to be taken by the Board or the commissioner must be determined by the facts revealed in the reports from the inspectors; hence the necessity for a practical, intelligent and careful inspection force. At present we have 12 industrial health inspectors and 12 industrial inspectors, 19 men and 5 women.

For the purpose of more effective administration the State has been divided into seventeen districts with branch offices at North Adams, Springfield, Worcester, Fall River and Lawrence. Inspectors are assigned to these districts, but may be called upon at any time for work in any part of the State.

During the year inspectors have inspected 28,858 establishments and issued 13,194 orders. The tabulation of these orders is as follows:—

	Number.	Per Cent.
<b>LABOR.</b>		
Limit of hours of labor, . . . . .	875	6.6
Posting notices and filing lists, . . . . .	3,787	28.8
Sunday employment, . . . . .	849	6.5
Procuring and returning school certificates, . . . . .	3,809	28.9
Miscellaneous, . . . . .	59	.4
Total, . . . . .	9,396	71.2
<b>INDUSTRIAL HEALTH.</b>		
Ventilation, humidity and dust removal, . . . . .	281	2.1
Toilets and washing facilities, . . . . .	1,374	10.4
Medical and surgical chests, . . . . .	24	.2
Exclusion of minors from dangerous trades, . . . . .	96	.7
Miscellaneous, . . . . .	463	3.8
Total, . . . . .	2,268	17.2
<b>INDUSTRIAL SAFETY.</b>		
Safeguarding dangerous machinery, . . . . .	1,511	11.5
Safeguarding dangerous openings, . . . . .	13	.1
Egress, . . . . .	6	—
Total, . . . . .	1,530	11.6
Grand total of orders issued, . . . . .	13,194	100

In considering the work of our inspection force it should be borne in mind that the full quota of inspectors were employed but a small portion of the year, and that even then the force was entirely inadequate for the work to be done. Systematic inspection of industrial establishments of the Commonwealth must be directed by efficient deputies, who must, in a comprehensive way, understand the real purpose for the inspection. Our experience in inspection work clearly demonstrates the necessity for double the number of inspectors in this department, and that we shall not reach a high standard of efficiency until that number is provided.



## INDUSTRIAL HYGIENE.

*Dust Removal.*

As we felt that the dust produced by many manufacturing processes was injurious to health, we instituted a vigorous crusade against dust, with gratifying results. Special attention was given to dust from emery and grinding wheels, polishing and buffing wheels, both in metal-working establishments and shoe factories, sanders in woodworking factories, finishing lathes in hat factories, and lead and arsenic dusts.

In our efforts to abate the dust nuisance the manufacturers met us in a real co-operative spirit, although it must be stated that in two cases it was found necessary to institute court proceedings and have a fine imposed before the manufacturer in those cases was convinced of his duty.

With these two prosecutions for precedents we experienced but slight difficulty in securing compliance with our orders. There have been issued to install or improve exhaust systems for the removal of dust and fumes 212 orders, of which number probably 75 per cent. are for the removal of dust.

*Fume Removal.*

Simultaneously with our work on dust we gave equal attention to poisonous fumes and gases. Special care was paid to the use of wood alcohol and other solvents in shoe factories, acid fumes from cyanide vats in electroplating establishments, carbon monoxide in silver factories, and lead and other metallic vapors from pots containing molten metal. About 50 orders have been issued on this work.

*Illumination.*

Proper lighting of industrial establishments is very important, as it prevents both eye strain and accidents. Owing to the fact, however, that we have no standards of lighting in this State, it was felt that our attention should be directed along other lines where immediate results could be accomplished; therefore but little has been done on this matter.

*Humidity.*

A careful study has been made of this question, and wherever artificial humidity was introduced we have required that the law be complied with, suitable hygrometers installed, proper records kept, and the relative humidity confined within legal limits. Ninety-five orders have been issued on this item.

There seems to be some question among those engaged in the cotton industry about the practicability of the present law regulating humidity. In view of the importance of this subject, both to the worker and to the manufacturer, I would suggest that a committee be organized under the direction of the State Board of Labor and Industries, and composed of representative manufacturers and employees, for the further study of this question.

*Water Supplies.*

The law, which is enforced by this department, governing the drinking water of industrial establishments, is as follows: —

All manufacturing<sup>1</sup> establishments within this commonwealth shall provide fresh and pure drinking water to which their employees shall have access during working hours. Any person, firm, association or corporation owning, in whole or in part, managing, controlling or superintending any manufacturing establishment in which the provisions of this section are violated shall, upon complaint of [an inspector of the state board of labor and industries], of the board of health of the city or town, or of the selectmen of the town in which the establishment is located, be punished by a fine of one hundred dollars for each offence.

As we have no laboratory, and practically all requests for analyses of industrial supplies come to the State Department of Health, an arrangement has been made with them that they transmit to this department copies of reports rendered by them on water supplies of industrial and public utility companies. Whenever these reports indicate that the supply examined was impure or unsuitable for drinking we have taken the steps necessary to insure the discontinuance of such supplies.

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<sup>1</sup> See proposed amendment to the law by the Board, which will include all industrial establishments.

From our inspection reports we discovered that in many large factories there is a dual water supply delivered through two adjoining taps at the various sinks throughout the factory; one supply is for drinking and is pure, the other is for mechanical purposes and is frequently grossly contaminated. There is nothing to indicate which tap is supplying the pure water and which the impure. As this condition constantly exposes employees to the danger of drinking the polluted water, notices are posted, stating that the water is unsafe for drinking, and in all such cases sanitary drinking fountains should be installed and connected with the drinking water supply.

### *Casters on Boxes.*

#### CHAPTER 241, ACTS OF 1914.

Boxes, baskets and other receptacles which with their contents weigh seventy-five pounds or over and which are to be moved by female employees in any manufacturing or mechanical establishment, shall be provided with pulleys, casters or some other mechanical device connected with such boxes or other receptacles so that they can be moved easily from place to place in such establishments.

Upon inspection it was found that in some mills patent tips known to the trade as "domes of silence," or "H. O. Slides," were used on roving boxes, the claim being that these were a "mechanical device" authorized by the statute. Experiments were conducted to establish the comparative frictional resistance of these tips or slides, and casters. Tests showed that a box weighing, with contents, 200 pounds, which was equipped with four H. O. Slides, required from 45 to 50 pounds' pull to start it, and from 30 to 40 pounds' pull to keep it in motion. The same box and load equipped with small iron wheel casters required 26 pounds' pull to start it and only 18 pounds' pull to keep it in motion. These experiments were made on a wooden floor in good repair.

As a result of these experiments such tips or slides were not permitted on boxes where casters or other mechanical devices are required by law; *i.e.*, boxes, baskets and other receptacles which, with their contents, weighed 75 pounds or over.

*Suction Shuttle Law.*

The Legislature of 1911 enacted the following law: —

SECTION 1. It shall be unlawful for any proprietor of a factory, or any officer or agent, or other person, to require or permit the use of suction shuttles, or any form of shuttle in the use of which any part of the shuttle or any thread is put in the mouth or touched by the lips of the operator. It shall be the duty of the [state board of labor and industries] to enforce the provisions of this act.

SECTION 2. Violations of this act shall be punished by a fine of not less than fifty dollars for each offence.

SECTION 3. This act shall take effect on the first Monday of May in the year nineteen hundred and twelve; but if the proprietor or manager of a factory shall, in good faith, show to the [state board of labor and industries] sufficient reason for its inability to comply with the provisions hereof at the time when this act is to take effect, the said board may, in its discretion, grant a reasonable extension of time within which the said factory shall comply with the provisions hereof.

In the original law the duty of enforcement was placed with the State Board of Health, and under the third section of the law two extensions of time were granted, the last one expiring on Oct. 1, 1912. An investigation, made a few months since, revealed the fact that thousands of suction shuttles were in use in Massachusetts contrary to this statute. A conference was held with the representatives of organized labor, and later with the treasurers of several large mills. As a result of this conference, and with the consent of the Board, an arrangement was made by which it was agreed that the enforcement of the "suction shuttle law" should be delayed until Jan. 1, 1915. On that date prosecution will be ordered in all cases of violation of this law.

*HOMEWORK DIVISION.*

Following the receipt of an opinion from Attorney-General Thomas J. Boynton, relative to the Homework Division, and in accordance with your instructions, the Homework Division was abolished and the individuals engaged exclusively in that work were notified that their services would terminate on Aug. 8, 1914. Since that time the inspection of the premises of those applying for licenses for homework has been intrusted

to the regular inspection force. With our inspection force already overburdened with work it need hardly be said that this system of homework inspection is very unsatisfactory. If we are to continue the system of tenement-house inspection, a force of qualified inspectors should be provided to carry on this very important work.

A mass of information was accumulated during the existence of this division, — information which might be of inestimable value in determining the future of so-called homework in this Commonwealth. To analyze this mass of material was more than could be expected of our ordinary office force, if indeed, it was not felt that it required the services of experts. Acting under your instructions I have therefore caused to be made a complete study of this work. This analysis was conducted under the auspices of the Department of Research of the Women's Educational and Industrial Union, with Prof. Susan M. Kingsbury in charge, assisted by Miss Mabelle Moses. The report of this investigation as submitted herewith will prove to be a most valuable contribution to the discussions now taking place, not only in Massachusetts but in nearly every industrial State, and may assist in determining the policy of the State relative to homework.

I would respectfully recommend that the Board authorize the publication of the report of this analysis as a separate bulletin to be issued at a very early date, and beg to submit the following summary of the findings and conclusions based on this analysis: —

*The Extent of the Licensing System.*

1. Of the 8,000 applications annually received, only about 6,000 licenses are granted, but this requires about 12,000 visits, or about 2 for each license. Almost one-half of these visits are unnecessary, as fully 44 per cent. of the applicants have given a wrong address, have moved, or do not desire a license.

2. The number of revocations because of communicable disease due to reports from the local boards of health is small, — 164 for the year. Considered in relation to homework, which is not now licensed, this number becomes large. At least 656

homes in which homework is being done may contain communicable disease. On the other hand, the grade of family to which licenses are granted is good, 21 per cent. of the families being graded by the inspectors as A; 62 per cent. as B; 17 per cent. as C.

3. The number of applicants who do not really desire a license is very large, fully 13 per cent. of the applicants, while the proportion of refusals of licenses because of disease, poor sanitation, etc., is 2 per cent. of the applications in ten months.

4. The installation of a more strict licensing system in February tended to reduce the number of refusals, to raise the grade of the licensed families, and to decrease the actual number of applications, especially the number of those not desiring work, etc. A lessening of vigilance will doubtless result in an increase of the number of homes in which disease and undesirable sanitary conditions appear.

5. The expense of the system for six months of very careful inspection and six months of mere routine granting of licenses was \$9,240.69, including employment of about 4.2 investigators and 2.6 clerical and supervisory employees and incidental expenses. But there is in the State of Massachusetts about four times as much homework in other industries as in the manufacture of wearing apparel, and many of these industries seem to require regulation equally with those now licensed, viz., manufacture of frills, skewers, paper plates, paper napkins, paper-doll outfits, rosettes, caps, favors, bandeaux, cards for hairpins, running pants, tooth brushes, other brushes, curtains, bedspreads, dresser covers, human hair, doilies, towels, table linens, bed linens, handkerchiefs and center pieces.

*Location of Homeworkers in the State (based on Licenses granted February to August, 1914).*

1. During this period 2,439 licenses were granted in 103 towns. The concentration of workers in the metropolitan area, the large suburbs, and a few large outlying manufacturing centers is noticeable. In metropolitan Boston there are 591 licenses, or 24 per cent.; in the large suburbs such as Malden, Everett, etc., 301, or 12 per cent.; in Haverhill, with its sub-

urbs, 322, or 13 per cent.; in Newburyport, with its suburbs, 301, or 12 per cent.; and in Lynn and suburbs there are 131, or 5 per cent. But a large number of workers are found scattered throughout the State mostly in towns with 1 to 5 workers. There are 21 towns in which only 1 license was granted during this period. Thirty-four towns have only 1 to 5 licenses, while in 17 towns there are from 5 to 10. Thus in the large majority of towns there are but 10 or less workers, this being true of 69 per cent., or 72 out of 103 towns.

2. The cities and towns where licenses are granted are mostly grouped in the eastern part of the State, with a few isolated centers, such as Martha's Vineyard and Nantucket, which are dependent on Boston for work and materials, and a few independent centers, such as Worcester and Springfield. An interesting fact is that no licenses are to be found in some of the most important manufacturing centers, such as Lawrence, Lowell, Fall River and New Bedford.

*Location of Industries giving out Homework.*

1. The industries which manufacture wearing apparel and which give out homework to 2,633 workers are 14 in number. Their product is as follows: (1) aprons; (2) athletic goods; (3) crocheting; (4) clothing other than pants; (5) embroidery; (6) hosiery; (7) knit goods; (8) neckwear; (9) pants; (10) sewing; (11) shoe ornaments; (12) taping; (13) sewing on straw; (14) stitching.

2. The order of importance of these industries, gauged by the numbers employed, is as follows: —

(a) *Shoe Ornaments.* — In this industry there are 93 firms which distribute work. Licenses have been granted to 955 workers, which are distributed over 30 towns. The centers of the industry are to be found in Newburyport, Haverhill, Lynn and Lowell. The maximum number of workers employed by a single firm is 84. On the other hand, many towns are found in which there are only one or two workers. Despite the concentration of this industry in four towns it is also true that there are 131 workers distributed over 22 towns.

(b) *Knit Goods.* — Twenty-six firms are reported in knit

goods and 297 workers. Unlike those working on shoe ornaments, the workers on knit goods are found scattered throughout the eastern and southern part of the State. The maximum number employed by a single firm is 80. In this industry, also, many towns are found with only one or two workers. In at least 4 cases one firm distributes to 5, 8 and 9 towns.

(c) *Pants.* — In the making of men's pants there are 50 firms distributing work and 333 workers are employed. Unlike the first two industries, the making of pants centers in the metropolitan district. Another feature which distinguishes this industry is that there are small groups of workers employed by many firms in one city.

(d) *Sewing and Crocheting.* — In sewing there are 46 firms. Thirty-one towns are represented in this industry, which also centers in the metropolitan district. Five firms are found, each of which distributes work to at least 8 towns. Crocheting is found in 48 towns, 37 firms distributing work to 207 workers. These 207 workers employed in crocheting are scattered from the extreme western to the extreme eastern part of the State, with the largest center of the industry in Salem.

In the remaining 9 industries there are 454 workers. Two of these industries show a tendency to develop a center, viz., aprons, in which 42 workers are found in Boston, and embroidery in which 54 workers are found in Boston. The others are scattered throughout the State.

#### *Responsibility of Mothers in the Family Group.*

1. In more than three-fourths of the families where home-work is done the father is living, this being true of 78 per cent. of a total of 2,205. In practically all the families where the father is living he is at work; in only 46 cases out of the number reported has he been found idle; and in practically all the families the mother is doing homework or other work. But in only 42 cases is the mother reported as doing outside work.

2. The largest group in the entire list of families is that in which the father is living and is at work, and in which there are no children at work. In this group, however, there are found to be from 1 to 4 dependent children. The next largest



group is 483 out of the 1,410 families, 34 per cent. or over one-third, which are reported as having no dependent children. Almost one-fifth of the families are reported as having 1 or 2 children dependent, while about one-eighth have 3 children dependent, and less than one-tenth have 4, but the last group of families mentioned has its income supplemented by boarders in about a fifth of the cases.

3. Of the families where the father is living, 1 child is at work in 148 families. Of these families about an equal number have 1, 2, 3 and 4 dependent children. The number of families where there are more children at work is small.

4. About one-sixth of the total number of families, or 356 out of the total 2,205, have no male wage earner. Of this group, only about one-fourth, or 91 families, have dependent children and no children at work. Of these, 28 take boarders.

5. Of the entire 2,205 families, 40 per cent. have no dependent children and 21 per cent. have only 1 dependent child, and only 38 per cent. have 2 or more children. Of the entire number, 82 per cent. have no children at work.

#### *Economic Status of the Family.*

1. About one-third of the families live in houses for which they pay more than \$15 per month, or over \$180 per year, and are therefore above the average economic group. About one-fifth live in houses for which they pay \$15 to \$20 per month. Almost one-fifth (18 per cent.) of the families live in houses for which they pay \$10 to \$12 per month, or \$120 to \$144 per year. One-fourth of the families live in houses for which \$10 or less is paid per month, or less than \$120 per year, or the lowest scale of rents.

2. The income from sources other than homework is reported by the week, and therefore must be estimated as a maximum wage-earning power, or an outside figure. On this basis the incomes fall into three well-defined groups:—

*First.* — Those whose income is from \$780 to \$1,560, or 501 families, or 30 per cent. of the total number.

*Second.* — Those whose income is \$520 and under \$750, or 400 families, or 24 per cent. of the total number.

*Third.* — Those having an annual income over \$312 and not more than \$520, or 573, or 35 per cent. of the families reported. A large part of this class supplement their income by taking boarders or lodgers (234 out of 362). The earlier report shows the incomes as somewhat higher, 26 per cent. having between \$500 and \$750, and only 17 per cent. having under \$500 as an income.

3. About three-fourths of the fathers are reported as in skilled occupations.

4. The income from homework is also reported by the week, and therefore the statement of the income is that of the amount it may be possible to earn, not of the actual earnings each week. As the work is so variable and seasonal the yearly statement is the maximum possible to earn, and probably represents in no case the actual annual income. The largest group of families of homeworkers reports \$1.50 to \$2 per week. Thus 211, or 17 per cent., under steady work might earn \$78 to \$104 per year; about two-fifths of the workers earn less than \$2 per week, or a possible \$104 a year. The maximum weekly income reported is about \$5. In this study of 1913-14, based on pay rolls, the seasonal character of the work is shown by the very small annual incomes. Thus the largest group, forming 28 per cent., earned under \$25 per year, 75 per cent. secured less than \$100 per year, and 87 per cent. less than \$150 per year.

5. The hourly rate reveals the real place of homework, for it shows an extremely low productive power on the part of the workers, and, from the point of view of wage, casts industrial homework on wearing apparel into the group of sweated trades. This report corroborates the earlier study of industrial homework, in which 71.4 per cent. of the workers in wearing apparel were proved to be earning less than 10 cents per hour, and the majority between 7 and 10 cents per hour. In the present study the majority seems to be able to secure 8 to 10 cents an hour.

#### *Housing Conditions where the Workers live.*

1. The proportion of tenements to dwellings in Boston, Worcester and Haverhill is very large, but outside these three cities it is very small. Of the tenements, the majority, or 54

per cent., are in metropolitan Boston and the Haverhill district, 15 per cent. being in Haverhill. In Worcester we also find a fairly large percentage of tenements, 13 per cent. of the total number being in this city, but the proportion in other centers is very small, only 2 to 6 per cent. of the total.

2. Outside of Boston, and in cities *not* having strict regulations as to tenements and house sanitation, there are 560 tenements where licensed homeworkers live.

3. The cleanliness and general conditions of the residences of homeworkers are, in fully one-half of the cases, graded as B; also the cleanliness of buildings of applicants and workroom is very good, only 11 per cent. being graded as C. The majority of houses, when considered as a whole, are graded as A or B, 77 per cent. falling in this class. But in Boston proper the majority of houses, 62 per cent., are graded as C.

*Conditions of Living: the Number of Rooms and the Size of Family.*

1. About half of the tenements in the 103 towns have five and six rooms. Of these tenements, 227, or 24 per cent., have five rooms, and 225, or 23 per cent., have six rooms. In the large centers outside of Boston an even larger proportion of tenements are of five or six rooms. In Haverhill 44 per cent. have six or more rooms, while in Newburyport the percentage is 47 and in Lowell, 46. In Boston there is a sharp change to the three-room tenement, 70 per cent. of the tenements having only two or three rooms. Of these, 33 per cent. are found on the third floor and 20 per cent. on the fourth floor.

2. The majority of dwellings throughout the State, on the other hand, have six or more rooms. Considering the State as a whole, 66 per cent. of the dwellings contain six or more rooms. In the metropolitan district the percentage is 55, in the large suburbs, 70, while in the outlying towns it is 78 or more.

3. The average family group is made up of 3 to 4 people, and the prevailing condition is that of one and one-half rooms for one person. Outside of Boston the number of cases where an undue number of occupants are found is very small. In houses of A grade the predominating group is 3 people, and they

live in six rooms. In houses of B grade the predominating group is 4 people, and they live in six rooms. In houses of C grade the predominating group is 4 people, and they live in two rooms.

#### *Conditions of Workrooms.*

The work is carried on for the most part in the kitchens or dining rooms, the majority being done in the kitchens. The ventilation and heat of workrooms are reported as being of A and B grade. In only 100 out of 2,450 cases is the ventilation reported as C, and this is true in only 134 cases as to heat.

#### *Nationality of Workers.*

Twenty-seven countries are represented outside of the United States. More than one-half of the workers were born in the United States, there being 1,065 native-born workers reported and 891 foreign-born. In the order of numbers represented these nationalities are Italians, Canadians, Irish.

The Italians are to be found mostly in the making of pants and aprons, the Canadians in the making of shoe ornaments, the Irish in embroidery. The largest number of foreign-born workers is found in the making of pants, the second largest number in the making of shoe ornaments.

#### *Nationality and Ages of Members of the Family.*

The largest number of mothers and fathers are twenty-five to thirty-five years of age, but there are an almost equal number thirty-five to forty-five years of age. More than half of the female workers are twenty-five to forty-five years of age, being almost equally divided between the two ten-year age periods. There is a surprisingly large number of workers over sixty years of age, — about as many as in any five-year group before twenty-five or after fifty years of age.

#### INDUSTRIAL DEVELOPMENT.

During the year, by action of the Board, there was added to this department a division known as the Industrial Development Division of the State Board of Labor and Industries.

Although experts were employed in this new field, the introduction of the system added greatly not only to the ordinary work of the central office force, but also brought to the Commissioner of Labor new duties and responsibilities. The discharge of these new duties was not without compensation. Many who had not before been in touch with our work came to us in a truly co-operative spirit, not only sharing in our industrial development ideas but also assisting in many ways the general work of the Board.

As you will probably treat this topic at greater length in your report to the Legislature, I need only add that this work for the development of Massachusetts industries has met with the success which it deserves, and as a pioneer movement has blazed the way for more intensive work in the future.

#### CONCLUSION.

This statement of the activities of this department conveys but an incomplete idea of the labor which has occupied our attention during the past six months. We have striven during this short term to be ever mindful of the fact that the principles underlying all our efforts were those concerned with the welfare of the worker and the development of Massachusetts industries.

The work which has been done would be impossible if all our efforts were not seconded by the faithful services of our office force. An immense amount of detail goes with any work which covers so wide a range, and I beg to express my appreciation of the labor performed by our entire force.

In conclusion I desire to express my appreciation to each member of the State Board of Labor and Industries, first, for the opportunity which came to me by its appointment, and next for the kindly reception given to every suggestion of the Commissioner of Labor.

Respectfully submitted,

EDWIN MULREADY,  
*Commissioner of Labor.*

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## APPENDICES.

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## APPENDICES.

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### APPENDIX A.

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#### EXPENDITURES FOR THE YEAR ENDING NOV. 30, 1914.

Salaries of members of the Board, . . . . .	\$4,759 78
Salaries of Commissioner of Labor and deputies, . . . . .	8,696 20
Salaries of inspectors and investigators, . . . . .	37,954 64
Salaries of counsel, stenographers and office assistants, . . . . .	12,863 92
Traveling expenses, . . . . .	7,701 49
Rent and care of offices, . . . . .	7,653 99
Contingent expenses, including printing, books, postage, stationery, office supplies, typewriters, telephone and sundries, . . . . .	13,747 27
Total, . . . . .	\$93,377 29



## APPENDIX B.

### ESTIMATE FOR APPROPRIATION FOR THE YEAR ENDING NOV. 30, 1915.

Salaries of members of the Board, . . . . .	\$5,500 00
Salaries of Commissioner of Labor and deputies, . . . . .	11,000 00
Salaries of inspectors, . . . . .	39,000 00
Salaries of expert investigators, . . . . .	10,000 00
Salary of counsel, . . . . .	3,000 00
Clerical and other assistance, . . . . .	14,224 00
Traveling expenses, . . . . .	14,800 00
Rent and care of offices, . . . . .	9,000 00
Contingent:	
Postage and express, . . . . .	\$3,000 00
Printing for office purposes, . . . . .	12,500 00
Printing special pamphlets:—	
Compilation of Labor Laws (chapter 36,	
Resolves of 1914), . . . . .	2,000 00
Industrial Bulletins, . . . . .	1,000 00
Printing annual report, . . . . .	1,500 00
Books, clippings, . . . . .	1,075 00
Stationery and minor office supplies, . . . . .	4,355 00
Telephone and telegraph service (Boston and	
branch offices), . . . . .	2,000 00
Typewriters and other office apparatus (type-	
writers and multigraph), . . . . .	500 00
	27,930 00
Total, . . . . .	\$134,454 00

## APPENDIX C.

NUMBER OF PERSONS TO WHOM CERTIFICATES WERE ISSUED AND THE  
NUMBER OF CERTIFICATES ISSUED UNDER THE PROVISIONS OF ACTS  
OF 1913, CHAPTER 779, FROM DEC. 31, 1913, TO DEC. 31, 1914,  
INCLUSIVE.

	NUMBER OF PERSONS ISSUED CERTIFICATES.			NUMBER OF CERTIFICATES ISSUED.		
	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.
Abington, . . . . .	215	6	42	375	8	51
Acton, . . . . .	16	1	—	16	1	—
Acushnet, . . . . .	—	—	—	38	11	25
Adams, . . . . .	414	113	222	591	131	303
Agawam, . . . . .	62	10	16	73	16	18
Alford, . . . . .	—	—	—	—	—	—
Amesbury, . . . . .	238	9	57	304	10	73
Amherst, . . . . .	16	1	3	16	1	3
Andover, . . . . .	80	—	61	—	—	—
Arlington, . . . . .	347	6	35	—	—	—
Ashburnham, . . . . .	2	—	8	—	—	—
Ashby, . . . . .	—	—	2	—	—	—
Ashfield, . . . . .	1	—	2	1	—	2
Ashland, <sup>1</sup> . . . . .	—	—	—	—	—	—
Athol, . . . . .	140	13	67	158	13	70
Attleboro, . . . . .	294	32	105	537	48	187
Auburn, . . . . .	75	2	24	108	5	28
Avon, . . . . .	—	—	—	3	—	84
Ayer, . . . . .	24	—	6	30	—	8
Barnstable, . . . . .	4	—	5	—	—	—
Barre, . . . . .	16	18	14	16	18	14
Becket, . . . . .	29	—	16	34	—	19
Bedford, . . . . .	10	—	10	10	—	—
Belchertown, . . . . .	28	9	10	28	9	10
Bellingham, . . . . .	52	7	9	55	7	9
Belmont, . . . . .	52	3	11	91	7	12
Berkley, . . . . .	5	—	2	15	—	4
Berlin, . . . . .	4	—	3	4	—	3
Bernardston, . . . . .	—	—	—	—	—	—
Beverly, . . . . .	970	56	130	1,342	80	178
BillERICA, . . . . .	—	—	—	93	—	19
Blackstone, . . . . .	50	1	57	52	3	63
Blandford, . . . . .	—	—	—	—	—	—
Bolton, . . . . .	1	—	1	1	—	1
Boston, . . . . .	13,338	2,481	4,508	26,030	3,707	8,965
Bourne, . . . . .	7	—	3	—	—	—
Boxborough, . . . . .	—	—	—	—	—	—
Boxford, . . . . .	1	—	—	—	—	—
Boylston, . . . . .	13	—	13	15	—	15
Braintree, . . . . .	303	13	2	347	13	2
Brewster, . . . . .	—	—	—	—	—	—
Bridgewater, . . . . .	91	47	32	102	48	36
Brimfield, . . . . .	—	—	—	—	—	—
Brockton, . . . . .	—	—	—	6,231	1,106	998
Brookfield, . . . . .	14	—	6	14	—	6
Brookline, . . . . .	—	—	—	361	—	62
Buckland, . . . . .	17	—	11	17	—	11

<sup>1</sup> No reports received.

NUMBER OF PERSONS TO WHOM CERTIFICATES WERE ISSUED, ETC.—  
*Continued.*

	NUMBER OF PERSONS ISSUED CERTIFICATES.			NUMBER OF CERTIFICATES ISSUED.		
	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.
Burlington, . . . . .	3	—	—	4	—	—
Cambridge, . . . . .	2,832	419	818	4,827	682	1,112
Canton, . . . . .	93	25	18	123	35	26
Carlisle, . . . . .	—	—	—	—	—	—
Carver, . . . . .	1	—	10	—	—	—
Charlemont, . . . . .	1	—	2	2	—	2
Charlton, . . . . .	27	5	16	28	5	17
Chatham, . . . . .	3	—	3	3	—	3
Chelmsford, . . . . .	103	—	32	140	—	42
Chelsea, . . . . .	—	—	—	1,762	558	402
Cheshire, . . . . .	11	4	7	15	4	7
Chester, . . . . .	9	1	4	11	1	4
Chesterfield, . . . . .	7	—	—	7	—	—
Chicopee, . . . . .	869	273	238	962	289	294
Chilmark, . . . . .	—	—	—	—	—	—
Clarksburg, . . . . .	8	—	7	8	—	7
Clinton, . . . . .	—	—	—	902	243	391
Cohasset, . . . . .	8	—	1	8	—	1
Colrain, . . . . .	33	1	20	33	1	20
Concord, . . . . .	124	9	133	150	11	161
Conway, . . . . .	—	—	10	4	—	—
Cummington, . . . . .	1	—	1	1	—	1
Dalton, . . . . .	57	1	5	64	1	6
Dana, . . . . .	3	1	2	3	1	2
Danvers, . . . . .	422	7	62	484	8	71
Dartmouth, . . . . .	52	7	27	89	17	44
Dedham, . . . . .	175	18	55	232	24	69
Deerfield, . . . . .	18	24	8	18	24	8
Dennis, . . . . .	—	—	4	—	—	4
Dighton, . . . . .	61	2	19	80	2	25
Douglas, . . . . .	—	—	—	66	19	20
Dover, . . . . .	7	—	1	7	—	1
Dracut, . . . . .	76	—	18	77	—	28
Dudley, . . . . .	129	37	53	156	39	63
Dunstable, . . . . .	—	—	—	—	—	—
Duxbury, . . . . .	—	—	—	6	—	2
East Bridgewater, . . . . .	47	4	7	54	5	7
East Longmeadow, . . . . .	36	—	5	46	—	5
Eastham, . . . . .	—	—	—	—	—	—
Easthampton, . . . . .	217	192	70	264	211	78
Easton, . . . . .	98	11	21	115	11	23
Edgartown, . . . . .	7	—	8	7	—	8
Egremont, . . . . .	—	—	—	—	—	—
Enfield, . . . . .	—	—	3	—	—	3
Erving, . . . . .	20	2	4	22	3	6
Essex, . . . . .	1	—	1	1	—	1
Everett, . . . . .	765	14	129	1,265	27	214
Fairhaven, . . . . .	—	—	—	159	20	44
Fall River, . . . . .	3,892	970	2,564	6,081	1,463	4,131
Falmouth, . . . . .	2	—	4	2	—	4
Fitchburg, . . . . .	452	148	386	1,242	236	757
Florida, . . . . .	—	—	—	—	—	—
Foxborough, . . . . .	47	1	19	49	1	19
Framingham, . . . . .	—	—	—	812	132	178
Franklin, . . . . .	112	24	25	131	29	26
Freetown, . . . . .	15	—	6	18	—	8
Gardner, . . . . .	74	11	9	376	149	105
Gay Head, . . . . .	—	—	—	—	—	—
Georgetown, . . . . .	33	14	19	—	—	—
Gloucester, . . . . .	531	35	172	853	41	283
Goshen, . . . . .	—	—	—	—	—	—
Gosnold, . . . . .	—	—	—	—	—	—
Grafton, . . . . .	91	19	92	100	24	95
Granby, . . . . .	3	—	—	3	—	—
Granville, . . . . .	6	—	2	6	—	2
Great Barrington, . . . . .	69	23	21	73	23	21

NUMBER OF PERSONS TO WHOM CERTIFICATES WERE ISSUED, ETC. —  
*Continued.*

	NUMBER OF PERSONS ISSUED CERTIFICATES.			NUMBER OF CERTIFICATES ISSUED.		
	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.
Greenfield, . . . . .	562	51	613	701	61	762
Greenwich, . . . . .	5	-	-	-	-	-
Groton, . . . . .	5	-	1	5	-	1
Groveland, . . . . .	178	-	24	-	-	-
Hadley, . . . . .	5	3	1	5	3	1
Halifax, . . . . .	2	-	2	2	-	3
Hamilton, . . . . .	5	-	2	-	-	3
Hampden, . . . . .	-	-	-	-	-	-
Hancock, . . . . .	19	3	3	23	3	3
Hanover, . . . . .	15	30	30	17	30	44
Hanson, . . . . .	11	6	25	11	6	32
Hardwick, . . . . .	51	82	36	51	82	36
Harvard, . . . . .	-	-	1	-	-	1
Harwich, . . . . .	5	-	12	5	-	13
Hatfield, . . . . .	18	39	2	18	39	2
Haverhill, . . . . .	1,637	375	324	2,388	509	667
Hawley, . . . . .	1	-	1	1	-	1
Heath, . . . . .	1	-	1	1	-	1
Hingham, . . . . .	55	1	6	64	1	6
Hinsdale, . . . . .	28	-	28	8	-	8
Holbrook, . . . . .	77	-	13	99	-	16
Holden, . . . . .	25	-	15	25	-	15
Holland, . . . . .	-	-	-	-	-	-
Holliston, . . . . .	42	8	6	48	9	6
Holyoke, . . . . .	-	-	-	2,947	415	825
Hopedale, . . . . .	40	-	14	42	-	14
Hopkinton, <sup>1</sup> . . . . .	-	-	-	-	-	-
Hubbardston, . . . . .	1	-	1	-	-	1
Hudson, . . . . .	-	-	-	235	66	84
Hull, . . . . .	4	-	5	4	-	5
Huntington, . . . . .	21	2	4	21	2	5
Ipswich, . . . . .	-	-	-	88	88	28
Kingston, . . . . .	43	7	8	62	10	11
Lakeville, . . . . .	34	2	4	45	2	5
Lancaster, . . . . .	20	-	12	20	-	12
Lanesborough, . . . . .	3	-	3	3	-	4
Lawrence, . . . . .	-	-	-	5,879	2,222	2,047
Lee, . . . . .	125	2	25	200	4	30
Leicester, . . . . .	83	5	25	97	5	26
Lenox, . . . . .	20	-	6	21	-	8
Leominster, . . . . .	456	98	255	545	126	494
Leverett, . . . . .	6	-	5	6	-	5
Lexington, . . . . .	55	-	7	78	-	11
Leyden, . . . . .	1	-	-	1	-	-
Lincoln, . . . . .	-	-	-	-	-	-
Littleton, . . . . .	-	-	1	-	-	1
Longmeadow, . . . . .	19	-	4	19	-	5
Lowell, . . . . .	-	-	-	3,913	889	1,234
Ludlow, . . . . .	94	112	35	189	169	70
Lunenburg, . . . . .	12	-	4	14	-	4
Lynn, . . . . .	1,567	149	203	3,177	253	394
Lynnfield, . . . . .	3	-	-	3	-	-
Malden, . . . . .	986	140	208	4,510	200	425
Manchester, . . . . .	22	-	12	27	-	19
Mansfield, . . . . .	97	17	7	108	17	7
Marblehead, . . . . .	36	-	298	42	-	348
Marion, . . . . .	1	-	-	1	-	-
Marlborough, . . . . .	-	-	-	555	73	346
Marshfield, . . . . .	-	-	-	1	-	1
Mashpee, . . . . .	2	-	-	-	-	-
Mattapoisett, . . . . .	5	-	1	5	-	1
Maynard, . . . . .	112	50	19	122	51	24
Medfield, . . . . .	10	-	3	10	-	3
Medford, . . . . .	422	6	21	517	19	102
Medway, . . . . .	53	10	18	59	11	22
Melrose, . . . . .	508	9	132	719	9	145

<sup>1</sup> No reports received.

NUMBER OF PERSONS TO WHOM CERTIFICATES WERE ISSUED, ETC.—  
*Continued.*

	NUMBER OF PERSONS ISSUED CERTIFICATES.			NUMBER OF CERTIFICATES ISSUED.		
	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.
Mendon, . . . . .	6	1	2	6	1	2
Merrimac, . . . . .	30	—	2	20	—	2
Methuen, . . . . .	1,014	58	208	1,432	123	484
Middleborough, . . . . .	231	6	39	254	6	42
Middlefield, . . . . .	4	—	—	4	—	—
Middleton, . . . . .	7	—	—	9	—	—
Milford, . . . . .	250	53	54	250	53	55
Millbury, . . . . .	125	3	66	140	3	80
Millis, . . . . .	18	2	6	18	2	6
Milton, . . . . .	106	—	27	130	—	23
Monroe, . . . . .	3	—	—	3	—	—
Monson, . . . . .	38	3	11	73	3	11
Montague, . . . . .	250	52	75	272	63	80
Monterey, . . . . .	—	—	—	—	—	—
Montgomery, . . . . .	1	—	1	1	—	2
Mount Washington, . . . . .	—	—	—	—	—	—
Nahant, . . . . .	21	1	5	22	1	8
Nantucket, . . . . .	38	—	10	38	—	10
Natick, . . . . .	489	51	76	540	64	102
Needham, . . . . .	74	23	24	89	27	24
New Ashford, . . . . .	—	—	1	—	—	1
New Bedford, . . . . .	985	651	1,062	4,734	1,607	2,046
New Braintree, . . . . .	—	—	—	—	—	—
New Marlborough, . . . . .	4	—	—	4	—	—
New Salem, . . . . .	—	—	—	—	—	—
Newbury, . . . . .	19	—	3	23	—	6
Newburyport, . . . . .	891	150	165	1,269	200	240
Newton, . . . . .	566	136	140	663	166	183
Norfolk, . . . . .	4	3	2	4	3	2
North Adams, . . . . .	1,509	149	410	2,606	183	738
North Andover, . . . . .	288	13	82	327	16	99
North Attleborough, . . . . .	165	4	58	191	4	59
North Brookfield, . . . . .	12	—	7	13	—	8
North Reading, . . . . .	20	—	—	23	—	—
Northampton, . . . . .	417	65	202	437	68	212
Northborough, . . . . .	12	—	2	12	—	2
Northbridge, . . . . .	180	30	106	210	31	123
Northfield, . . . . .	30	—	1	30	—	1
Norton, . . . . .	15	13	9	41	13	14
Norwell, . . . . .	5	1	21	5	1	27
Norwood, . . . . .	215	39	36	236	43	43
Oak Bluffs, . . . . .	35	—	11	35	—	11
Oakham, . . . . .	2	—	1	2	—	1
Orange, . . . . .	222	8	25	236	8	27
Orleans, . . . . .	—	—	—	—	—	—
Otis, . . . . .	—	—	—	—	—	—
Oxford, . . . . .	75	9	41	76	9	44
Palmer, . . . . .	156	218	85	174	250	102
Paxton, . . . . .	—	—	2	—	—	2
Peabody, . . . . .	324	133	72	415	152	84
Pelham, . . . . .	1	—	1	1	—	1
Pembroke, . . . . .	4	—	1	5	—	1
Pepperell, . . . . .	25	—	8	27	—	8
Perru, . . . . .	—	—	—	—	—	—
Petersham, . . . . .	1	—	2	1	—	2
Phillipston, . . . . .	—	—	—	—	—	—
Pittsfield, . . . . .	—	—	—	1,040	132	219
Plainfield, . . . . .	—	—	—	—	—	—
Plainville, . . . . .	27	2	—	32	—	2
Plymouth, . . . . .	165	39	68	269	60	95
Plympton, . . . . .	3	1	3	5	1	3
Prescott, . . . . .	—	—	—	—	—	—
Princeton, . . . . .	2	5	—	2	5	—
Provincetown, . . . . .	25	—	36	25	—	36
Quincy, . . . . .	2,214	346	398	1,913	285	288
Randolph, . . . . .	87	—	21	110	—	24

NUMBER OF PERSONS TO WHOM CERTIFICATES WERE ISSUED, ETC. —  
*Continued.*

	NUMBER OF PERSONS ISSUED CERTIFICATES.			NUMBER OF CERTIFICATES ISSUED.		
	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.
Raynham, . . . . .	11	9	12	16	9	15
Reading, . . . . .	94	4	21	111	5	29
Rehoboth, . . . . .	4	-	2	15	-	4
Revere, . . . . .	497	23	137	684	29	178
Richmond, . . . . .	-	-	-	-	-	-
Rochester, . . . . .	2	-	5	2	-	5
Rockland, . . . . .	141	5	25	170	5	32
Rockport, . . . . .	122	3	32	150	3	43
Rowe, . . . . .	2	-	-	2	-	-
Rowley, . . . . .	23	1	8	-	-	-
Royalston, . . . . .	7	6	1	7	6	1
Russell, . . . . .	19	10	5	19	10	6
Rutland, . . . . .	4	-	7	4	-	7
Salem, . . . . .	620	173	254	1,428	327	361
Salisbury, . . . . .	22	-	1	34	-	1
Sandisfield, . . . . .	-	-	-	-	-	-
Sandwich, . . . . .	2	-	-	-	-	-
Saugus, . . . . .	162	6	27	210	6	35
Savoy, . . . . .	1	-	-	1	-	-
Scituate, . . . . .	-	-	-	21	-	2
Seekonk, . . . . .	1	-	5	-	-	7
Sharon, . . . . .	20	-	2	22	-	2
Sheffield, . . . . .	4	-	-	4	-	-
Shelburne, . . . . .	6	-	4	6	-	5
Sherborn, . . . . .	6	-	4	6	-	4
Shirley, . . . . .	25	15	13	25	15	13
Shrewsbury, . . . . .	12	1	4	13	1	5
Shutesbury, . . . . .	-	-	-	-	-	-
Somerset, . . . . .	36	1	19	140	6	60
Somerville, . . . . .	1,410	103	407	2,489	172	671
South Hadley, . . . . .	148	7	30	156	7	34
Southampton, . . . . .	-	-	-	-	-	-
Southborough, . . . . .	8	-	4	8	-	4
Southbridge, . . . . .	-	-	-	1,151	331	490
Southwick, . . . . .	2	-	-	3	-	-
Spencer, . . . . .	57	-	38	58	-	41
Springfield, . . . . .	2,466	423	514	3,236	592	719
Sterling, . . . . .	23	2	1	25	2	1
Stockbridge, . . . . .	13	-	4	13	-	4
Stoneham, . . . . .	336	24	62	266	24	76
Stoughton, . . . . .	143	40	23	173	54	27
Stow, . . . . .	1	-	-	-	-	-
Sturbridge, . . . . .	29	-	20	29	-	22
Sudbury, . . . . .	3	-	-	3	-	-
Sunderland, . . . . .	-	-	-	-	-	-
Sutton, . . . . .	64	11	59	65	11	78
Swampscott, . . . . .	88	1	16	77	1	17
Swansea, . . . . .	25	2	12	60	1	30
Taunton, . . . . .	331	148	197	963	391	397
Templeton, . . . . .	16	-	4	16	-	4
Tewksbury, . . . . .	11	-	2	11	-	2
Tisbury, . . . . .	15	-	9	16	-	9
Tolland, . . . . .	-	-	-	-	-	-
Topefield, . . . . .	1	-	-	1	-	-
Townsend, . . . . .	19	1	9	20	1	11
Truro, . . . . .	5	-	6	5	-	6
Tyngsborough, . . . . .	-	-	3	-	-	3
Tyringham, . . . . .	-	-	-	-	-	-
Upton, . . . . .	13	-	5	13	-	6
Uxbridge, . . . . .	71	29	28	-	-	-
Wakefield, . . . . .	245	67	57	303	74	70
Wales, . . . . .	2	-	1	2	-	1
Walpole, . . . . .	94	7	12	103	7	14
Waltham, . . . . .	609	94	84	876	152	159
Ware, . . . . .	147	111	100	168	126	101
Wareham, . . . . .	49	20	29	56	21	24

NUMBER OF PERSONS TO WHOM CERTIFICATES WERE ISSUED, ETC. —  
*Concluded.*

	NUMBER OF PERSONS ISSUED CERTIFICATES.			NUMBER OF CERTIFICATES ISSUED.		
	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.	Educa- tional (Liter- ate).	Educa- tional (Illiter- ate).	Employ- ment.
Warren, . . . . .	58	23	53	96	36	72
Warwick, . . . . .	-	-	1	-	-	1
Washington, . . . . .	-	-	2	-	-	2
Watertown, . . . . .	-	-	-	358	66	58
Wayland, . . . . .	16	-	4	16	-	4
Webster, . . . . .	317	74	183	381	75	220
Wellesley, . . . . .	33	10	43	36	11	47
Wellfleet, . . . . .	4	-	5	4	-	5
Wendell, . . . . .	1	-	1	1	-	2
Wenham, . . . . .	4	-	-	6	-	-
West Boylston, . . . . .	11	1	1	11	1	1
West Bridgewater, . . . . .	45	5	14	53	5	16
West Brookfield, . . . . .	20	-	6	20	-	6
West Newbury, . . . . .	17	-	-	20	-	-
West Springfield, . . . . .	222	39	65	271	55	72
West Stockbridge, . . . . .	-	-	1	-	-	1
West Tisbury, . . . . .	-	-	-	-	-	-
Westborough, . . . . .	75	-	16	110	-	25
Westfield, . . . . .	239	65	179	282	76	248
Westford, . . . . .	44	45	58	44	45	53
Westhampton, . . . . .	-	-	-	-	-	-
Westminster, . . . . .	18	-	3	18	-	3
Weston, . . . . .	15	1	4	16	1	6
Westport, . . . . .	22	3	15	28	-	18
Westwood, . . . . .	7	-	-	7	-	-
Weymouth, . . . . .	219	8	69	353	8	81
Whately, . . . . .	-	2	2	-	-	-
Whitman, . . . . .	-	-	-	258	2	51
Wilbraham, . . . . .	-	-	-	36	223	5
Williamsburg, . . . . .	19	15	13	21	15	19
Williamstown, . . . . .	29	-	21	32	-	21
Wilmington, . . . . .	5	-	15	17	-	17
Winchendon, . . . . .	117	10	97	121	10	107
Winchester, . . . . .	128	8	15	153	10	18
Windsor, . . . . .	-	-	1	-	-	1
Winthrop, . . . . .	129	2	24	157	2	25
Woburn, . . . . .	472	30	58	924	44	113
Worcester, . . . . .	4,848	608	1,423	6,464	760	1,764
Worthington, . . . . .	12	-	1	12	-	1
Wrentham, . . . . .	4	-	-	4	-	-
Yarmouth, . . . . .	2	-	4	2	-	4
Totals, . . . . .	62,942	10,906	21,519	129,521	22,372	41,120

## APPENDIX D.

BILLS PRESENTED TO THE LEGISLATURE BY THE STATE  
BOARD OF LABOR AND INDUSTRIES.AN ACT RELATIVE TO THE LIGHTING, VENTILATION AND CLEAN-  
LINESS OF WORKSHOPS AND FACTORIES.

SECTION 1. Section eighty-three of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by striking out the words "a factory in which five or more persons and a workshop in which five or more women or young persons are employed", and inserting in place thereof the following:— every workshop or factory, — so as to read as follows:— *Section 83.* Every workshop or factory shall, while work is carried on therein, be so ventilated that the air shall not become so impure as to be injurious to the health of the persons employed therein and so that all gases, vapors, dust or other impurities injurious to health, which are generated in the course of the manufacturing process or handicraft carried on therein shall, so far as practicable, be rendered harmless.

SECTION 2. Section eighty-four of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by striking out the words "If, in a workshop, or factory which is within the provisions of the preceding section", and inserting in place thereof the following:— In every workshop or factory where, — and by striking out in the fifth line the word "and", and inserting in place thereof the word:— if, — so as to read as follows:— *Section 84.* In every workshop or factory where any process is carried on by which dust is caused which may be inhaled to an injurious extent by the persons employed therein, if it appears to [an inspector of the state board of labor and industries] that such inhalation would be substantially diminished without unreasonable expense by the use of a fan or by other mechanical means, such fan or other mechanical means, if he so directs, shall be provided, maintained and used.



AN ACT RELATIVE TO PROSECUTIONS BY DISTRICT ATTORNEYS OF VIOLATIONS OF THE LAWS RELATIVE TO FACTORIES AND WORKSHOPS.

Section eighty-nine of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by striking out in the thirteenth line the following words: "and it is made the duty of the district attorney to prosecute all cases arising under this section or sections eighty-six and eighty-seven of this act", — so as to read as follows: — *Section 89.* [Inspectors of the state board of labor and industries], upon receipt of notice in writing, signed by any person having knowledge of the facts, that any factory or workshop as aforesaid is not provided with the apparatus prescribed in sections eighty-six and eighty-seven of this act shall visit and inspect such factory or workshop, and for that purpose they are authorized to enter any such factory or workshop during working hours; and if they ascertain, in the foregoing or in any other manner, that the owner, proprietor or manager thereof has failed to comply with the provisions of said sections, they shall make complaint to a court or judge having jurisdiction, and cause such owner, proprietor or manager to be prosecuted.

AN ACT RELATIVE TO THE PENALTY FOR VIOLATING THE PROVISIONS OF LAW RELATIVE TO SANITARY AND PROTECTIVE DEVICES IN MANUFACTURING ESTABLISHMENTS.

Section ninety of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by striking out in the second line the words "the four preceding", and inserting in place thereof after the word "section", in the same line, the following: — sections eighty-three to eighty-nine, inclusive, — so as to read as follows: — *Section 90.* Whoever fails to comply with any provision of sections eighty-three to eighty-nine, inclusive, shall for the first offence be punished by a fine of not less than twenty-five nor more than one hundred dollars, and for a second offence he shall be punished by the fine aforesaid or by imprisonment in jail for not more than sixty days, or by both such fine and imprisonment.

AN ACT RELATIVE TO THE APPROVAL OF RECEPTACLES FOR EXPECTORATION IN FACTORIES AND WORKSHOPS.

Section one hundred and three of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by striking out, in the fifth line thereof, the following words: "board of health of the city or town in which the factory or workshop is situated", and inserting in place thereof the following: — state board of labor and industries, — so as to read as follows: — *Section 103.* Suitable receptacles for expectoration shall be provided in all factories and workshops by the proprietors thereof, the same to be of such form and construction and of such number as shall be satisfactory to the state board of labor and industries.

AN ACT RELATIVE TO SUPPLYING FRESH AND PURE DRINKING WATER IN INDUSTRIAL ESTABLISHMENTS.

Section seventy-eight of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by striking out the word "manufacturing", in the first line thereof, and inserting in place thereof the word: — industrial, — and it is hereby further amended by striking out the word "manufacturing", in the sixth line thereof, and inserting in place thereof the word: — industrial, — so as to read as follows: — *Section 78.* All industrial establishments within this commonwealth shall provide fresh and pure drinking water to which their employees shall have access during working hours. Any person, firm, association or corporation owning, in whole or in part, managing, controlling or superintending any industrial establishment in which the provisions of this section are violated shall, upon complaint of [an inspector of the state board of labor and industries], of the board of health of the city or town, or of the selectmen of the town in which the establishment is located, be punished by a fine of one hundred dollars for each offence.

AN ACT TO PROVIDE A PENALTY FOR ALTERING EMPLOYMENT CERTIFICATES.

Section sixty-one of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine, as amended by chapter two hundred and forty-nine of the acts of the year nineteen hundred and ten, as amended by section nineteen of chapter seven hundred and seventy-nine of the acts of the year nineteen hundred and

thirteen, is hereby further amended by adding to the twenty-ninth line thereof the following: — Whoever without authority alters an employment certificate after the same is issued shall be punished by a fine of ten dollars, — so as to read as follows: — *Section 61.* Whoever employs a person under the age of sixteen years, and whoever procures or, having under his control a person under sixteen years of age, permits such person to be employed in violation of the provisions of sections fifty-six or fifty-seven of this act, shall for each offence be punished by a fine of not less than ten dollars nor more than fifty dollars, or by imprisonment for not more than thirty days; and whoever continued to employ a person under sixteen years of age in violation of the provisions of either of said sections, after being notified thereof by a school attendance officer or by an inspector appointed by the state board of labor and industries, shall for every day thereafter while such employment continues be punished by a fine of not less than fifty nor more than two hundred dollars, or by imprisonment for not more than sixty days; and whoever forges, or procures to be forged, or assists in forging a certificate of birth or other evidence of the age of such person, and whoever presents or assists in presenting a forged certificate or evidence of birth to the superintendent of schools or to a person authorized by law to issue certificates, for the purpose of fraudulently obtaining the employment certificate required by this act, shall be punished by a fine of not less than ten nor more than five hundred dollars, or by imprisonment for not more than one year, or by both such fine and imprisonment. Whoever, being authorized to sign an employment certificate, knowingly certifies to any materially false statement therein shall be punished by a fine of not less than ten nor more than two hundred dollars. Whoever, without authority, alters an employment certificate after the same is issued shall be punished by a fine of ten dollars.

AN ACT RELATIVE TO THE EMPLOYMENT OF MINORS IN BOWLING ALLEYS.

Section three of chapter eight hundred and thirty-one of the acts of the year nineteen hundred and thirteen is hereby amended by striking out, in the ninth line thereof, the word "public", — so as to read as follows: — *Section 3.* No minor under sixteen years of age shall be employed or permitted to work in any capacity in adjusting, or assisting in adjusting any hazardous belt to any machinery, or in oiling or cleaning hazardous machinery, or in prox-

imity to any hazardous or unguarded belts, machinery or gearing while such machinery or gearing is in motion; nor on scaffolding; nor in heavy work in the building trades; nor in stripping, assorting, manufacturing or packing tobacco; nor in any tunnel; nor in a bowling alley; nor in a pool or billiard room.

AN ACT RELATIVE TO MEAL HOURS FOR WOMEN AND YOUNG PERSONS EMPLOYED IN MANUFACTURING, MECHANICAL AND MERCANTILE ESTABLISHMENTS.

SECTION 1. Section sixty-seven of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by adding after the word "factory", in the second line thereof, the following:— manufacturing, mechanical or mercantile establishment,— also by substituting in the fourth line for the word "factory" the word:— establishment,— so as to read as follows:— *Section 67.* Women and young persons, five or more in number, who are employed in the same factory, manufacturing, mechanical or mercantile establishment, shall be allowed their meal times at the same hour, except that any such persons who begin work in such establishment at a later hour in the morning than other such persons employed therein may be allowed their meal times at a different hour; but no such persons shall be employed during the regular meal hour in tending the machines or doing the work of any other women or young persons in addition to their own.

SECTION 2. Section sixty-eight of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby amended by striking out the word "or", in the third line, and inserting after the word "workshop", in the third line thereof, the following:— manufacturing, mechanical or mercantile establishment,— also by substituting in the eighth and fourteenth lines for the words "factory or workshop" the word:— establishment,— so as to read as follows:— *Section 68.* No woman or young person shall be employed for more than six hours at one time in a factory, workshop, manufacturing, mechanical or mercantile establishment in which five or more such persons are employed without an interval of at least half an hour for a meal; but such person may be so employed for not more than six and one half hours at one time if such employment ends not later than one o'clock in the afternoon and if he or she is then dismissed from the establishment for the remainder of the day; or for not more than seven and one half hours at one time if he or she is allowed sufficient opportunity for eating a lunch

during the continuance of such employment and if such employment ends not later than two o'clock in the afternoon, and he or she is then dismissed from the establishment for the remainder of the day.

#### AN ACT RELATIVE TO MEMBERSHIP IN LABOR ORGANIZATIONS.

Section nineteen of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine is hereby repealed and the following section substituted therefor:— *Section 19.* No person shall, by himself or by his agent, by coercion or compulsion, prevent or seek to prevent a person from joining or continuing as a member of a labor organization. Whoever violates the provisions thereof shall be punished by a fine of not more than one hundred dollars for each offence.

#### AN ACT RELATIVE TO THE HOURS OF LABOR OF PUBLIC EMPLOYEES.

Section one of chapter four hundred and ninety-four of the acts of the year nineteen hundred and eleven is hereby amended by adding, in the seventeenth line thereof, after the words "calendar day", the following:— or more than forty-eight hours in one week, — so as to read as follows:— *Section 1.* The service of all laborers, workmen and mechanics, now or hereafter employed by the commonwealth or by any county therein or by any city or town which has accepted the provisions of section twenty of chapter one hundred and six of the Revised Laws, or of section forty-two of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine, or by any contractor or subcontractor for or upon any public works of the commonwealth or of any county therein or of any such city or town, is hereby restricted to eight hours in any one calendar day, and it shall be unlawful for any officer of the commonwealth or of any county therein, or of any such city or town, or for any such contractor or subcontractor or other person whose duty it shall be to employ, direct or control the service of such laborers, workmen or mechanics to require or permit any such laborer, workman or mechanic to work more than eight hours in any one calendar day, or more than forty-eight hours in one week, except in cases of extraordinary emergency. Danger to property, life, public safety or public health only shall be considered cases of extraordinary emergency within the meaning of this section. In cases where a Saturday half holiday is given, the hours of labor upon the other working days of the week may be increased suf-

ficiently to make a total of forty-eight hours for the week's work. Threat of loss of employment or to obstruct or prevent the obtaining of employment or to refrain from employing in the future, shall each be considered to be "requiring" within the meaning of this section. Engineers shall be regarded as mechanics within the meaning of this act.

AN ACT RELATIVE TO THE WEEKLY PAYMENT OF WAGES TO EMPLOYEES OF HOTELS.

Section one hundred and twelve of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine, as amended by chapter three hundred and fifty of the acts of the year nineteen hundred and ten, and by chapter two hundred and eight of the acts of the year nineteen hundred and eleven, as amended by chapter two hundred and forty-seven of the acts of the year nineteen hundred and thirteen, is hereby further amended by inserting after the word "establishment", in the third line thereof, the word:—hotel,—so as to read as follows:—*Section 112.* Every person, firm or corporation engaged in carrying on a factory, workshop, manufacturing, mechanical or mercantile establishment, hotel, mine, quarry, railroad or street railway, or a telephone, telegraph, express or water company, or any of the building trades, or the construction or repair of any railroad, street railway, road, bridge, sewer, gas, water or electric light works, pipes or lines, shall pay weekly each employee engaged in his or its business the wages earned by him to within six days of the date of said payment, but any employee leaving his or her employment, shall be paid in full on the following regular pay day; and any employee discharged from such employment shall be paid in full on the day of his discharge, or in the city of Boston as soon as the provisions of law requiring pay rolls, bills and accounts to be certified shall have been complied with; and the commonwealth, its officers, wards and commissions shall so pay every mechanic, workman and laborer who is employed by it or them, and every person employed by it or them in any penal or charitable institution, and every county and city shall so pay every employee who is engaged in its business the wages or salary earned by him, unless such mechanic, workman, laborer or employee requests in writing to be paid in a different manner; and every town shall so pay each employee in its business if so required by him; but an employee who is absent from his regular place of labor at a time fixed for payment shall be paid thereafter on

demand. The provisions of this section shall not apply to an employee of a co-operative corporation or association if he is a stockholder therein unless he requests such corporation to pay him weekly. The board of railroad commissioners, after a hearing, may exempt any railroad corporation from paying weekly any of its employees if it appears to the board that such employees prefer less frequent payments, and that their interests and the interests of the public will not suffer thereby. No corporation, contractor, person or partnership shall by a special contract with an employee or by any other means exempt himself or itself from the provisions of this and the following section. Whoever violates the provisions of this section shall be punished by a fine of not less than ten nor more than fifty dollars.

AN ACT RELATIVE TO THE WAGES OF LABORERS EMPLOYED IN THE  
CONSTRUCTION OF PUBLIC WORKS.

Section twenty-one of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine, as amended by section one of chapter four hundred and seventy-four of the acts of the year nineteen hundred and fourteen, is hereby further amended by inserting in the eighth line thereof, after the word "mechanic", the words:— and laborers,— so as to read as follows:— *Section 21.* In the employment of mechanics and laborers in the construction of public works by the commonwealth, or by a county, city or town, or by persons contracting therewith, preference shall be given to citizens of the commonwealth, and, if they cannot be obtained in sufficient numbers, then to citizens of the United States; and every contract for such works shall contain a provision to this effect. The wages for a day's work paid to mechanics and laborers employed in such construction of public works shall be not less than the customary and prevailing rate of wages for a day's work in the same trade or occupation in the locality, city or town where such public works are constructed. Any contractor who knowingly and wilfully violates the provisions of this section shall be punished by a fine of not more than one hundred dollars for each offence.

AN ACT RELATIVE TO ONE DAY'S REST IN SEVEN FOR EMPLOYEES  
IN MANUFACTURING AND MERCANTILE ESTABLISHMENTS.

Section two of chapter six hundred and nineteen of the acts of the year nineteen hundred and thirteen is hereby amended by striking out the words "(a) janitors; (b) watchmen; (c) employees

whose duties include no work on Sunday other than (1) setting sponges in bakeries; (2) caring for live animals; (3) maintaining fires; (4) caring for machinery; (5) employees engaged in the preparation, printing, publication, sale or delivery of newspapers", and by inserting after the word "anticipated", in the eighth line thereof, the words:— or provided against,— so as to read as follows:— *Section 2.* This act shall not apply to any labor called for by an emergency that could not reasonably have been anticipated or provided against.

AN ACT RELATIVE TO THE HOURS OF EMPLOYMENT OF WOMEN AND MINORS.

Section forty-eight of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine, as amended by chapter four hundred and eighty-four of the acts of the year nineteen hundred and eleven, and by chapter four hundred and seventy-seven of the acts of the year nineteen hundred and twelve, and by section one of chapter seven hundred and fifty-eight of the acts of the year nineteen hundred and thirteen, is hereby further amended by striking out in the second and third lines thereof the words "in laboring", also in the eighth line thereof the following: "except that in manufacturing establishments where the employment is by seasons, the number of such hours in any week may exceed fifty-four, but not fifty-eight, provided that the total number of such hours in any year shall not exceed an average of fifty-four hours a week for the whole year, excluding Sundays and holidays", so as to read as follows:— *Section 48.* No child under eighteen years of age, and no woman shall be employed in any factory or workshop, or in any manufacturing, mercantile, mechanical establishment, telegraph office or telephone exchange, or by any express or transportation company, more than ten hours in any one day; and in no case shall the hours of labor exceed fifty-four in a week; and if any child or woman shall be employed in more than one such place the total number of hours of such employment shall not exceed fifty-four hours in any one week. Every employer, except those employers hereinafter designated, shall post in a conspicuous place in every room in which such persons are employed a printed notice stating the number of hours' work required of them on each day of the week, the hours of beginning and stopping work, and the hours when the time allowed for meals begins and ends or, in the case of mercantile establishments and of establishments exempted from



the provisions of sections sixty-seven and sixty-eight, the time, if any, allowed for meals. The printed forms of such notices shall be provided by the state board of labor and industries, after approval by the attorney-general. The employment of any such person at any time other than as stated in said printed notice shall be deemed a violation of the provisions of this section unless it appears that such employment was to make up time lost on a previous day of the same week in consequence of the stopping of machinery upon which such person was employed or dependent for employment; but no stopping of machinery for less than thirty consecutive minutes shall justify such overtime employment, nor shall such overtime employment be authorized until a written report of the day and hour of its occurrence and duration is sent to the state board of labor and industries. Every employer engaged in furnishing public service or in any other kind of business in respect to which the state board of labor and industries shall find that public necessity or convenience requires the employment of children under the age of eighteen, or women by shifts during different periods or parts of the day, shall post in a conspicuous place in every room in which such persons are employed a printed notice stating separately the hours of employment for each shift or tour of duty and the amount of time allowed for meals. Printed forms of such notices shall be provided by the state board of labor and industries, after approval by the attorney-general. A list by name of the employees, stating in which shift each is employed, shall be kept on file at each place of employment for inspection by employees and by officers charged with the enforcement of the law. In cases of extraordinary emergency as defined by section one of chapter four hundred and ninety-four of the acts of the year nineteen hundred and eleven or extraordinary public requirement, the provisions of this act shall not apply to employers engaged in public service, or in other kinds of business in which shifts may be required as hereinbefore stated; but in such cases no employment in excess of the hours authorized under the provisions of this act shall be considered as legalized until a written report of the day and hour of its occurrence and its duration is sent to the state board of labor and industries.







